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SUBJECT: DARFUR - KALMA CAMP COMMUNITY SAFETY INITIATIVE

REF: A) KHARTOUM 1350, B) KHARTOUM 2165

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Summary and Comment

¶1. Since the signing of the Darfur Peace Agreement (DPA), insecurity has increased in and around Darfur's internally displaced persons (IDP) camps. It seems that IDPs' confidence in the ability of the African Union Mission in Sudan (AMIS) to fulfill its civilian protection mandate has decreased. In response to the situation, UN Development Program (UNDP) is leading a multi-partner Community Safety Initiative (CSI) in Kalma camp, South Darfur. The initiative focuses on safety inside the camp, which, if successful, will evolve into a community policing initiative. End Summary.

¶2. USAID staff view this program as an innovative initiative designed to improve the relationship between AMIS, the Sudanese government police, and IDPs. The initiative seeks to improve AMIS's efficacy, increase the accountability of the Sudanese government police, and empower IDPs. Given the socially and politically sensitive operating environment in Kalma camp, it will be essential for all organizations involved in the program to address power dynamics and security in a nuanced fashion. Maintaining a safe operating environment for both IDPs and humanitarian service providers while working to increase protection and safety for the nearly 90,000 IDPs living in Kalma camp will undoubtedly be an additional challenge.

Evolution of the Community Safety Initiative

¶3. In late July 2006, the UN Office for the Coordination of Humanitarian Affairs (OCHA), UN Children's Fund (UNICEF), UN Mission in Sudan (UNMIS), Sudanese government police, AMIS, non-governmental organizations (NGOs) operating in the camp, and IDPs established a community policing initiative taskforce. The impetus for the taskforce was three-fold:

A) To respond to a request from the Kalma camp IDP sheikhs committee for assistance with increasing safety in the camp and with disbanding IDP youth patrols;

B) To implement an approach to camp safety not only with a "law

enforcement" lens (one focusing merely on punishment of criminals), but also with a "law and order" lens (one focusing on strengthening the rule of law through a comprehensive and inclusive approach to community safety); and

C) To assist AMIS to operationalize provisions in the DPA (articles 26 and 27), which mandate the creation of community police in IDP camps located in Sudanese Armed Forces (SAF)-controlled areas.

¶4. The DPA stipulates that AMIS Civilian Police (CIVPOL), in coordination with Sudanese government police, is responsible for establishing, training, and building the capacity of community police. Despite this stipulation, UNDP has suggested that community policing initiatives are more likely to be effective if de-linked from the DPA and instead linked to the IDPs' own concerns for the safety of their community. UNDP suggested this nuanced approach because there is a strong anti-DPA sentiment in Kalma camp. To support the initiative, UNDP has brought in a community safety consultant who has taken the lead in planning and implementation. (Comment: USAID notes that this is appropriate, given the limited staff capacity of AMIS and strained relations between AMIS and IDPs. End comment.)

Overview of the Initiative

¶5. In July 2006, the CSI formed an inter-agency community safety advisory committee, a 200-person community safety assembly, a smaller steering committee, and a network of community orderlies, who are designated community members that monitor and report safety incidents. Thirty community orderlies will be drawn from the community safety assembly and 50 from existing youth patrols. At the same time, the initiative began a camp profiling exercise to map the camp demographics and specific areas of insecurity. Finally, the project leaders consulted with key IDP groups, including the women's committee and youth patrols, to ensure representation,

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create buy-in, and obtain a snapshot of each sector of the camp.

¶6. UNDP has provided technical assistance and training to members of the community safety assembly and community orderlies, and conducted community safety education campaigns. UNDP plans to conduct a train the trainers course for 25 members of the community safety assembly in human rights, communication, referral procedures, information management, gender-based violence, and policing command structures. UNDP will fund the construction of a community safety information post within the camp. The outpost will provide a central location for IDPs to obtain and exchange information, meet with AMIS CIVPOL, and refer victims and criminals to AMIS. Where appropriate, AMIS will then liaise with the Sudanese government police on the cases. The outpost will include a reporting area, waiting room, women's meeting space, community safety coordinator office, and safety information center. The women's area will be staffed with female members of the community safety assembly, who will be trained to provide assistance to IDP women in the community.

Engaging Youth and Women

¶7. To ensure provision of increased safety and protection for the nearly 90,000 IDPs in Kalma camp, the CSI will engage members of the youth patrols and female IDP leaders as key stakeholders in the initiative.

¶8. Historically, youth patrols have provided a defense against security threats, especially at night. In 2005, sheikhs created the patrols. In May 2006, the sheikhs further appealed to the youth patrols to assist with camp security in the aftermath of the death of an AMIS translator during the visit of Jan Egeland to the camp. More recently, interethnic violence between the Fur and Zaghawa groups in the camp has spurred a mobilization of the youth patrols formed along ethnic lines; reportedly the groups are now preventing

other ethnic groups from entering the sectors that they control.

¶9. Though NGOs report that the patrols have increased IDP safety and diminished crime in the camp, they are concerned by ethnic divisions, use of inappropriate force, and detainment of perpetrators (Ref A). In response, sheikhs and UNDP have taken the lead in integrating approximately 30 youth patrol members into the community safety assembly. In addition, UNDP will provide training and mentoring to the remaining 50 youth patrol members, who will assume the role of community safety contacts.

¶10. In addition to the youth patrols, the initiative will engage women as safety providers. USAID's Office of Transition Initiatives (USAID/OTI) will support the initiative by funding capacity-building and leadership training for members of the IDP women's committee to encourage better representation within the various fora.

Recommendations

¶11. The current safety challenges in Kalma camp, the absence of a camp coordinating body, and the complex social, political and ethnic dynamics, forecast a difficult road ahead for the initiative. USAID recommends the following actions related to this new initiative:

- Prior to the implementation of the initiative, AMIS should demonstrate a consistent and visible presence in Kalma camp in order to regain IDP trust;
- Initiative leaders should present tangible benefits of participation in the initiative to IDPs;
- Through strong UNDP leadership and mentoring, address the Fur/Zaghawa divisions and tensions in the camp, in particular those among the youth; and
- The initiative should develop a procedure through which AMIS can monitor Sudanese government police performance.

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